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CITY PLANNING DEPARTMENT

SANDIEGO



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William R. Hartley
Vice Mayor

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GOVERNMENTAL FACILITIES

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San Diego -- City Planning
City planning -- California
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ASSEMBLY-EXHIBITION HALL
CONCERT HALL-THEATRE
LEGISLATIVE-MANAGEMENT
OPERATIONS
SERVICES
POLICE
FIRE
FEDERAL
POSTAL



THE CITY OF SAN DIEGO

SAN DIEGO, CALIFORNIA

14 February 1961

Honorable Mayor, City Council

and Planning Commission

City Center

San Diego

GOVERNMENTAL FACILITIES

Memorable City:

As part of the scheduled program for developing a center city plan, I am pleased to transmit to you the second phase of the municipal space needs study entitled "Governmental Facilities", authorized by the City Council on April 26, 1958.

This report concerns itself with the need and location of governmental facilities within the central area. The current growth rate of governmental facilities in the community has obviously given rise to the need for expanding portions.

We have correlated the needs of government with the emerging center city plan and have identified a dominant governmental and administrative center within the central area. The importance of properly relating governmental buildings to the central area is an overriding exercise in sound government.

This study is the basis for entering positive proposals for locating governmental facilities within the central area.

Respectfully,

Harry C. Hayling

Harry C. Hayling
Director of Planning

PRICE \$3.50

ASSEMBLY-EXHIBITION HALL
CONCERT HALL-THEATRE
LEGISLATIVE-MANAGEMENT
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Practically all of the problems facing the American urban community take us sooner or later into the American city hall. For it is at the city hall and its related governmental offices, like the urban county court house, where the questions of the city's physical plan, of its population and industry, its business and transportation, its health, education, crime, and recreation, are ultimately translated into social policy and administrative action.

*Urban Government
Vol. I, Supplementary Report of the Urbanism Committee.*

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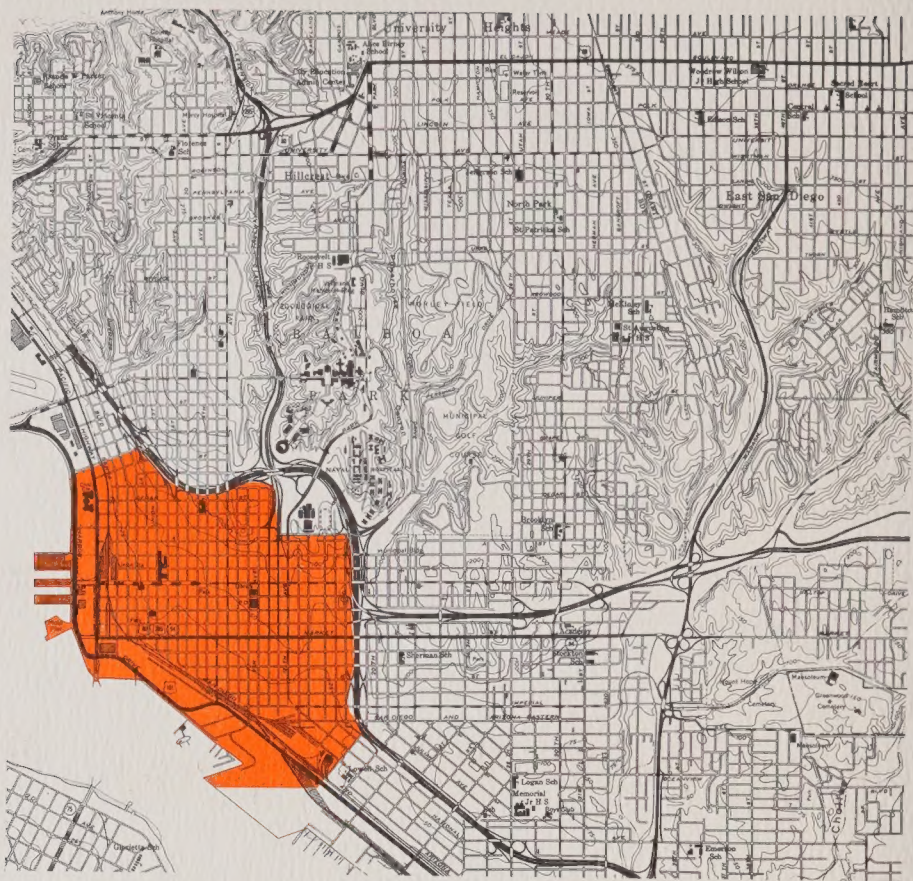
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CENTRE CITY STUDY AREA

INTRODUCTION



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This publication represents the second in a series of reports dealing with the central area of San Diego.* These reports will be limited to an analysis of a specific component of the comprehensive plan. In substance, however, the end result will be a composite study of centre city enumerating recommendations for implementing selected goals for the area. These goals were established at the outset through the combined efforts of the City Planning Commission and a citizens' group, vitally concerned with the centre city complex, known as San Diegans, Incorporated. As defined by the accepted goals, centre city has a vital role as the center of administration, of finance, of specialized retail sales, of cultural and entertainment activities, of specialized industry and of "town-housing" within an emerging metropolitan complex.

Centre city is defined as the area bounded by Grape Street, the San Diego Freeway to the north, the San Diego Freeway to the east, Beardsley Street to the south and San Diego Bay to the west (see location map). Due to rapid suburbanization, improvements in our transportation system and the attendant changes in the economics that are related to business enterprises, the character of the "city within a city" is changing.

The objective of this report is specifically limited to the determination of the need for and location of certain governmental and public facilities. While it must be recognized that each facility is an interrelated part of the whole complex -- centre city -- each facility however will be treated separately in terms of need and location. Underlying the study of need and location of governmental facilities is the need to uncover relationships -- both physical and functional -- between and among public and private facilities. Therefore, in short, this analysis is also a study in civic design.

Two important criteria in determining the location of facilities that house agencies serving the entire metropolitan area are found in centre city. These are accessibility and a suitable physical plant housing commercial services. Centre city, as its name connotes, is the focal point of the metropolitan area. Quite obviously, it serves as the focus of metropolitan transportation. With this in mind, the problem of need and location is confined within the geographic limits of centre city.

* REPORT #1 CENTRE CITY "BASIC DATA" IS UNPUBLISHED.



THIS IS CENTRE CITY TODAY --
A MANIFESTATION OF INDIVIDUAL
AND UNRELATED DESIRES.
CENTRE CITY TOMORROW -- A
COMPOSITION OF CIVIC AND
PRIVATE DEVELOPMENT INTE-
GRATED AS A HARMONIOUS ENTITY.

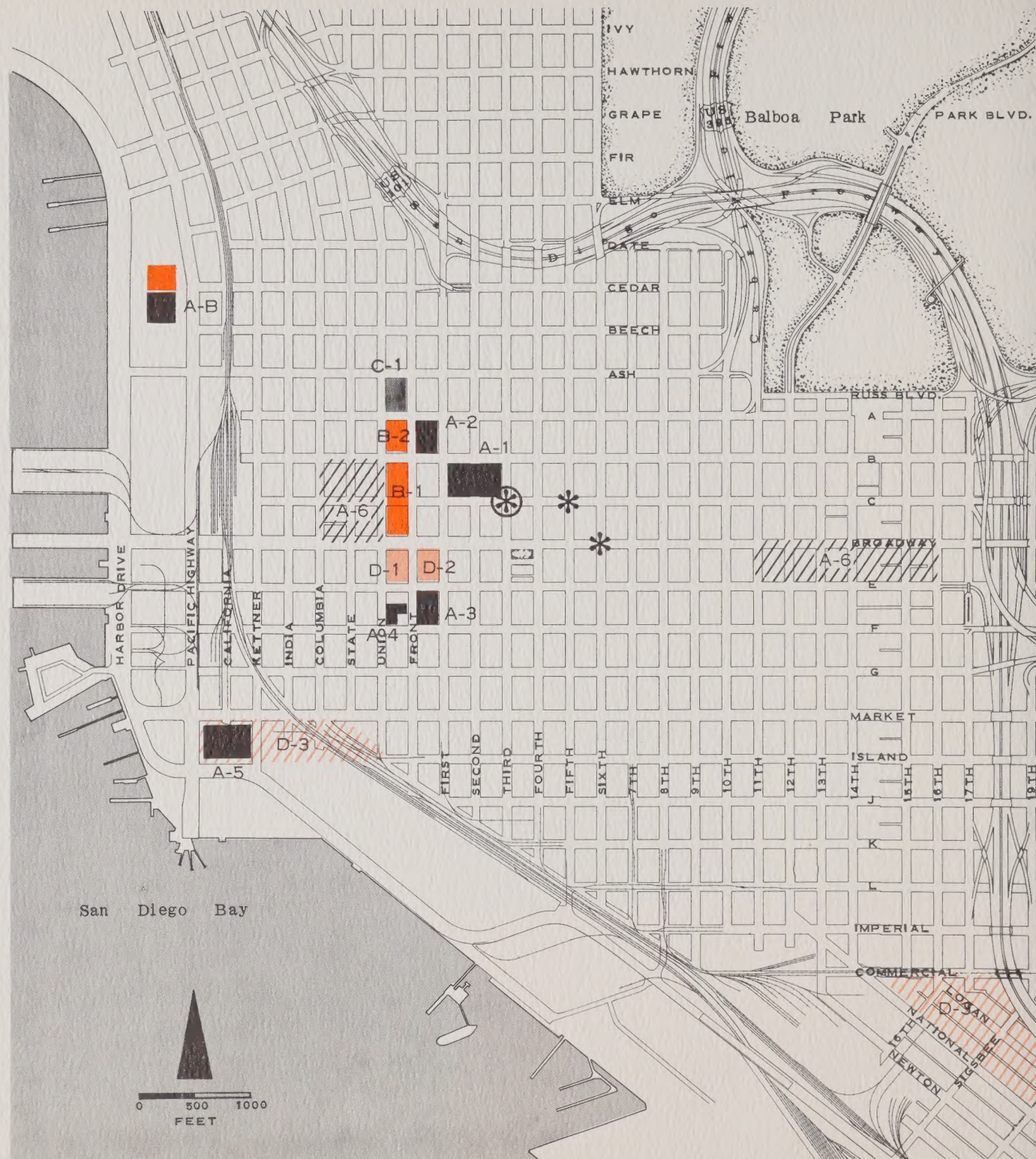
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- * GEOGRAPHIC CENTERS OR COMMERCIAL BUSINESS
- ⊗ FUTURE GEOGRAPHIC CENTERS OR COMMERCIAL BUSINESS



FINDINGS

In order to provide the necessary space to house the expanding governmental and public functions, it is recommended that the following facilities be built within centre city:*

- (1) Legislative-Top Management Staff Support Building;
- (2) Staff Operations Building;
- (3) Staff Services Facility;
- (4) Police Department Headquarters Facility;
- (5) Fire Department Headquarters Facility;
- (6) Federal Office Building;
- (7) Post Office Terminal Facility;
- (8) Public Assembly-Exhibition Hall; and
- (9) Concert Hall-Theatre

RECOMMENDATIONS

- (1) Site Location

<u>Type of Facility</u>	<u>Location</u>
Public Assembly-Exhibition Hall	First and Third Avenues on
Concert Hall-Theatre	B and C Streets
Legislative-Top Management Staff Support	
Staff Operations	Front Street and First Avenue on
	A and B Streets
Staff Services	Front Street and First Avenue
	on E and F Streets

* THESE GOVERNMENTAL AND PUBLIC FACILITIES ARE NOT LISTED IN THEIR ORDER OF IMPORTANCE. PRIORITY OF SITE ACQUISITION AND CONSTRUCTION IS PRESENTED ON THE FOLLOWING PAGE.

Police Department Headquarters	Two Alternatives: (a) East of Eleventh Avenue on the south side of Broadway Street; (b) West of Union Street on the north side of Broadway Street
Fire Department Headquarters	Union and Front Streets on E and F Streets
Federal Office Facility	Union Street and First Avenue on Broadway and E Streets
Post Office Terminal Facility	Two Alternatives: (a) South of Market Street to the east of Pacific Coast Highway; (b) South of Commercial Street and southwest of the freeway.

(2) Schedule of Site Acquisition

It is urged that all sites for governmental and public facilities be acquired during the 1961-62 fiscal year. Immediate site acquisition or commitments for site acquisition during the next fiscal year would have the following advantages:

- (a) With the improvement of the central area, property values will tend to increase within the next five to ten years. Therefore, savings may be realized through lower site acquisition costs.

- (b) By committing the City to a program of civic improvement, site acquisition would encourage private entrepreneurs to plan complementary improvements within the area.

(3) Suggested Program for Construction

SUGGESTED PROGRAM*

YEAR	CULTURAL	LEGISLATIVE	OPERATIONS	SERVICES	POLICE	FIRE
1961	Joint action to buy site	Buy site	Buy site	Buy site	Buy site	Acquired
61-5	Joint action bldg. completed	Bldg. completed	Start bldg. (1963)	- - - - -	Complete 1st phase of bldg.	Completed
65-7	- - - - -	- - - - -	Complete 1st phase of bldg.	Start bldg.	- - - - -	- - - - -
1975	- - - - -	- - - - -	Start 2nd phase of bldg.	Complete 1st phase of bldg.	Start last phase of bldg.	- - - - -
1980	- - - - -	- - - - -	Completed	Start 2nd phase of bldg.	Completed including parking	- - - - -
1985	- - - - -	- - - - -	- - - - -	Completed	Review space need	- - - - -
1995	- - - - -	- - - - -	Start last phase of bldg.	- - - - -	- - - - -	- - - - -
2000	- - - - -	- - - - -	Completed	- - - - -	- - - - -	- - - - -

* FOR COMPLETE DETAILS SEE TEXT.

(4) Methods of Financing Civic Improvements

Various methods of financing civic improvements have been studied. Since this report is principally concerned with the need and location of civic facilities, the financing of civic improvements is of secondary importance within this report. In order, however, to illustrate advantages and disadvantages of available methods of financing, a description of the latter is included within the section entitled "Program for Development."

(5) Civic Design

An integral part of any planning venture is to secure and promote civic beauty through concerted action -- both public and private. The City now has a rare opportunity to secure civic design through the proper placement and site planning of civic buildings. The City should provide these public open spaces and relating civic buildings in scale and mass to private developments.

RELATIONSHIP TO THE GENERAL PLAN
CENTRE CITY PLANNING CONCEPTS
GOVERNMENTAL FACILITIES PLANNING CONCEPTS

PLANNING CONCEPTS

RELATIONSHIP TO THE GENERAL PLAN

The general plan, as a documentation of objectives regarding desirable utilization of community resources, is a coordinative tool reflecting an agreed-upon course of action. In brief, the general plan forms a base from which various decisions affecting community resources can be efficiently interrelated as a common framework. The idea of interrelating aspects of a whole is necessary for a proper planning perspective.

Accepting the above premises, it then becomes important to properly relate centre city objectives and methods of attainment to the general plan. Centre city is the dominant center of commerce within the metropolitan area. Its future as the dominant center, (supported by available estimations) is necessary to the economic to the economic health of the whole metropolitan complex.

The overriding problem associated with central area planning is CHANGE -- change brought about, in part, by population growth and improvement to transportation. This change must be understood in relation to the economics of business enterprises within the metropolitan area, furthermore, this change affects other communities as well as the central area. Preliminary analysis of this change has lead to the formulation of planning concepts that are deemed minimal requirements for a sound future of centre city.

CENTRE CITY PLANNING CONCEPTS

It is obvious that the central area must adjust to imminent change -- a change that has been experienced in other cities to a far greater extent. Within the next five years, population growth and improvements to the area's transportation system will strengthen the trend of developing nucleated commercial centers within the metropolitan area. Mission Valley, Grossmont and College Grove Centers portend the emerging developmental pattern. Recognizing this impelling change, it is necessary to develop affirmative measures that will work within this changing metropolitan framework. Four basic planning concepts have been accepted as prerequisites to the realization of maintaining centre city as the dominant and most accessible business complex within the metropolitan area.

The four basic concepts are complementary -- each contributes to the attainment of the desired goal.

- (1) The nucleus of centre city -- the core -- should be **COMPACT** and adapted to a pedestrian-walking scale.
- (2) **PARKING RESERVOIRS** should be developed around the core intercepting traffic at less congested points.
- (3) Conflicting traffic within centre city should be **SEPARATED** into functional groups and distributed into a uniform circulation system.
- (4) A **BALANCE** between a circulation system and land use should be developed by functional arrangement of activities and densities within a well-articulated circulation system.

GOVERNMENTAL FACILITIES PLANNING CONCEPTS

In any exercise on determining location of governmental facilities, the necessity of developing objective guides is demanding. No longer are we able to place public buildings without giving due consideration to functions that they serve. The city has grown to such a size that arbitrary locations would result in diseconomies of municipal affairs.

Management of municipal affairs has stressed the importance of functions in the analysis and formulation of organizational arrangements. Of those functions requiring central location to maximize service to the public, four general categories have been established.* These are (1) legislative-top management; (2) staff support; (3) staff operations; and (4) staff services.** In terms of the demand for office space by these differing categories, the total demand has been estimated for horizon year -- a metropolitan population of 3.14 million. By percentages of total demand, legislative-top requires 7% of the space, while the others require 10%, 56% and 27% respectively. In terms of housing these various categories of function, it has been recommended that certain economies can be achieved by integrating legislative-top management with staff support. These two categories constitute only 17% of the total

* THESE CATEGORIES ARE ASSOCIATED WITH CENTRAL ADMINISTRATIVE OFFICE SPACE; OTHER NEEDS ARE TREATED SEPARATELY.

** THE CITY OF SAN DIEGO, A PROGRAM FOR THE DEVELOPMENT OF ADMINISTRATIVE OFFICE BUILDINGS; A JOINT REPORT BY THE OFFICE OF THE CITY MANAGER AND THE CITY PLANNING DEPARTMENT, NOV., 1959, PAGES 10-11.

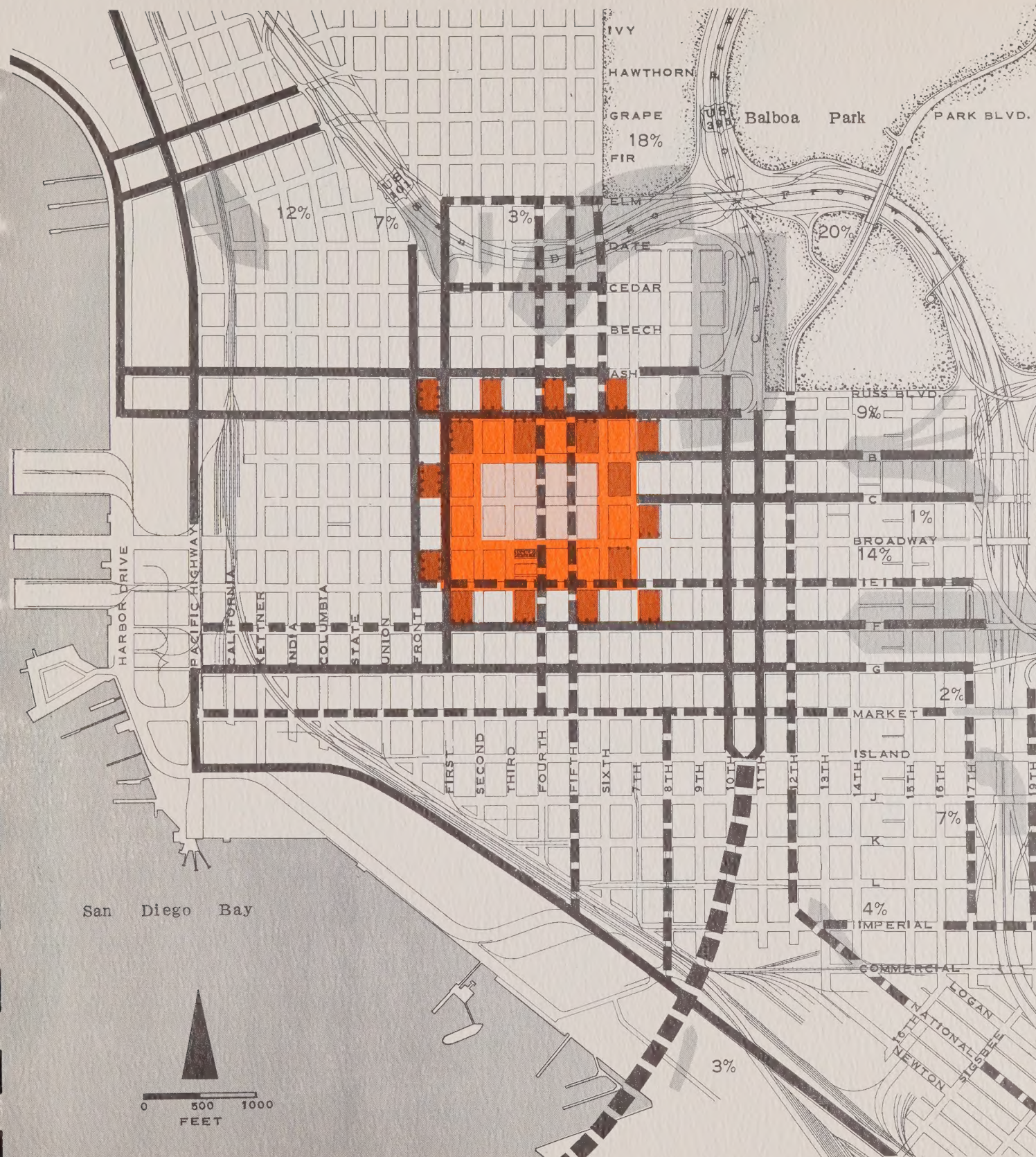
space requirement. Thus, it is assumed that three major facilities are required to house central administrative functions.

Other public facilities requiring central location are police department headquarters, fire department headquarters -- both special purpose facilities -- a federal office building, post office terminal facility, a public assembly-exhibition hall and a concert hall-theatre. All of these facilities have a common requirement of centrality--accessibility to the largest number within the community.

In view of these requirements, the following locational concepts have been established:

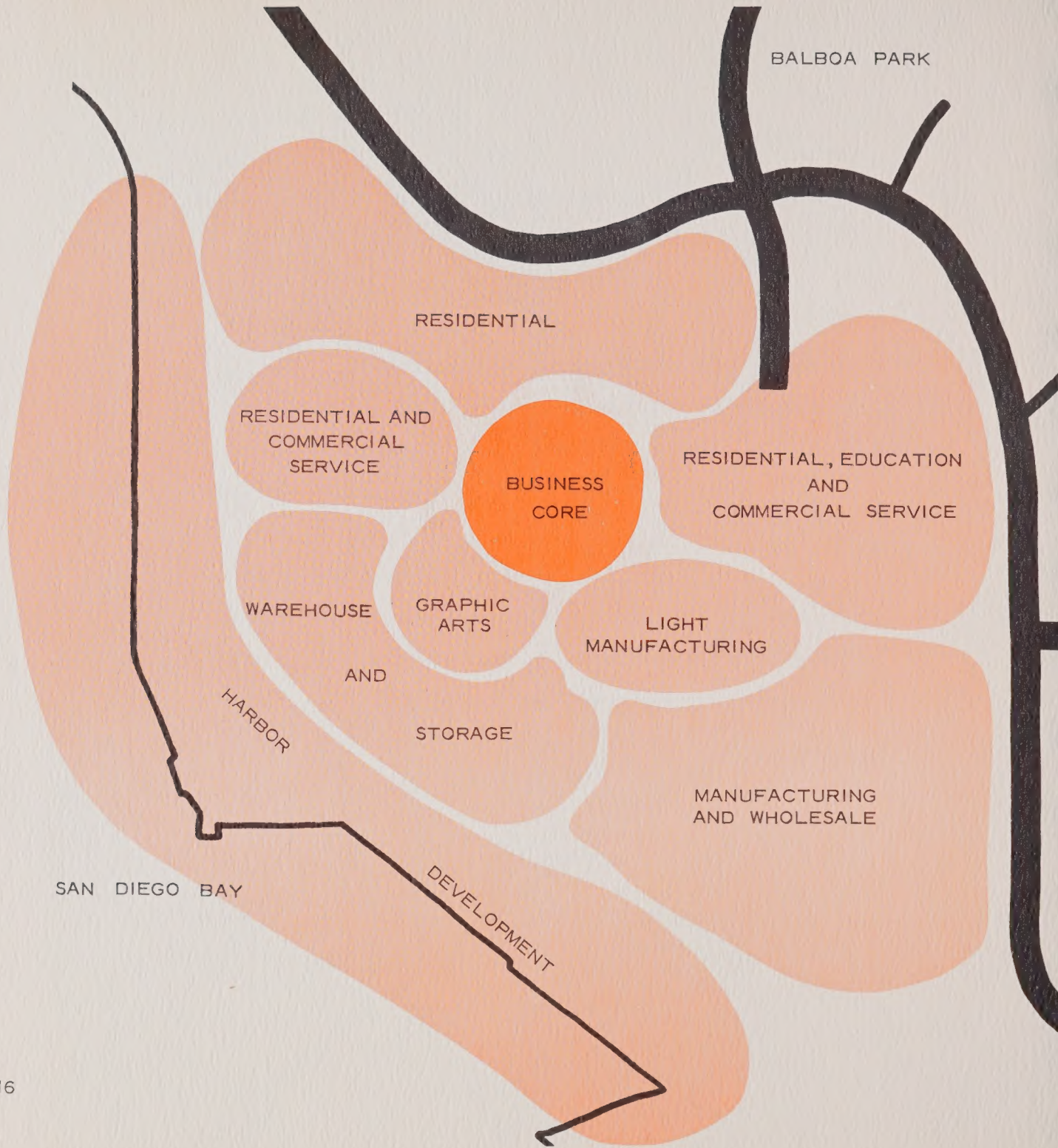
- (1) Physical integration of governmental functions with private enterprise near the core, **INTERLINKING** community and business activities.
- (2) The location of governmental facilities should, if possible, provide a **CATALYTIC ACTION** to spur development within the immediate area.
- (3) The placement of governmental facilities should achieve **COMPACTNESS** and proper **RELATION** to each other.
- (4) The locus of public buildings should provide a **PROMINENT SETTING** for the seat of local government.
- (5) Public buildings should provide a basis for establishing **CIVIC BEAUTY** and **FOCAL POINTS** within centre city.

FUTURE CIRCULATION AND PARKING PATTERNS



- PRIMARY MAJOR STREET
- SECONDARY MAJOR
- PROPOSED TUNNEL
- FUTURE CENTRE CITY TRIP ARRIVALS
- NO GROUND LEVEL PARKING
- NO SURFACE OR ABOVE SURFACE PARKING
- PREFERRED PARKING
- RESTRICTED ACCESS

SCHEMATIC
LAND USE
FOR HORIZON
YEAR



EXISTING NEEDS
FUTURE NEEDS

EXISTING FACILITIES AND SPACE NEEDS

EXISTING NEEDS

The distribution of municipal office space, which would ordinarily be found within a central administrative office, is scattered throughout the city as follows: (see also Map Central Area - City Office Space)

Civic Center	--	103,000	square feet
Balboa Park	--	32,500	square feet
East San Diego	--	1,200	square feet (Housing Office)
Plaza de Pantoja	--	<u>5,600</u>	square feet (Columbia & G St.)
Total		142,300	square feet

In addition there is a current space shortage of 29,700 square feet, (see photographs illustrating overcrowding, page 20). Thus if the determined existing need is added to the available floor area, the total is 172,000 square feet.

Furthermore, although the Police Department presently occupies 74,000 square feet of office space, it currently requires an additional 40,000 square feet of land. The Fire Department Headquarters is now housed in two locations which together utilize 2,400 square feet of space. This department has an immediate need of an additional 2,600 square feet of space.

FUTURE NEEDS

In November 1959, a detailed survey of central administrative office space needs were estimated for a projected population of 3.14 million within the metropolitan area. The graph (City Space Needs) illustrates the projected needs for various municipal functions. During the past

16 months since the last survey, the actual growth of office space needs has closely followed the anticipated projection of space needs.

In order to facilitate the allocation of space needs, the requirements of central administrative offices have been functionally categorized as follows: *

(1) Legislative-Top Management and Staff Support	-- 165,000 square feet
(2) Staff Operations	-- 541,000 square feet
(3) Staff Services	-- 254,000 square feet
Total	-- 960,000 square feet

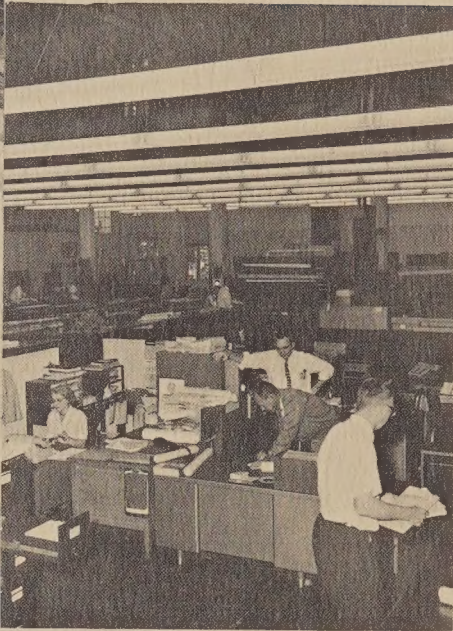
It has been estimated that by 1990, 450,000 square feet of space will be needed for the Police Department Headquarters facility with an additional 345,000 square feet for specialized off-street parking needs.

For the foreseeable future, the space requirements for a Fire Department Headquarters are conservatively estimated at 12,000 square feet. By and large, the space needs of the Fire Department will be met within the areas served by dispersed fire protection units as the city grows.

* THE CITY OF SAN DIEGO, OP.CIT., JUSTIFICATION FOR FUTURE SPACE NEEDS ARE TREATED MORE FULLY WITHIN THIS REPORT.



TYPICAL OFFICE SPACE



ASSEMBLY-EXHIBITION HALL
CONCERT HALL-THEATRE
LEGISLATIVE-MANAGEMENT
OPERATIONS
SERVICES
POLICE
FIRE
FEDERAL
POSTAL

During the past sixty years, the people of San Diego have continually sought out solutions as regards to the need for adequate public assembly facilities. While in the past fifteen years, intensive efforts have been expended to provide accommodations for convention as well as other public assembly activities, including the display of goods, there is as yet no programmed solution to this problem. Currently the need for the above mentioned facilities are estimated as follows:

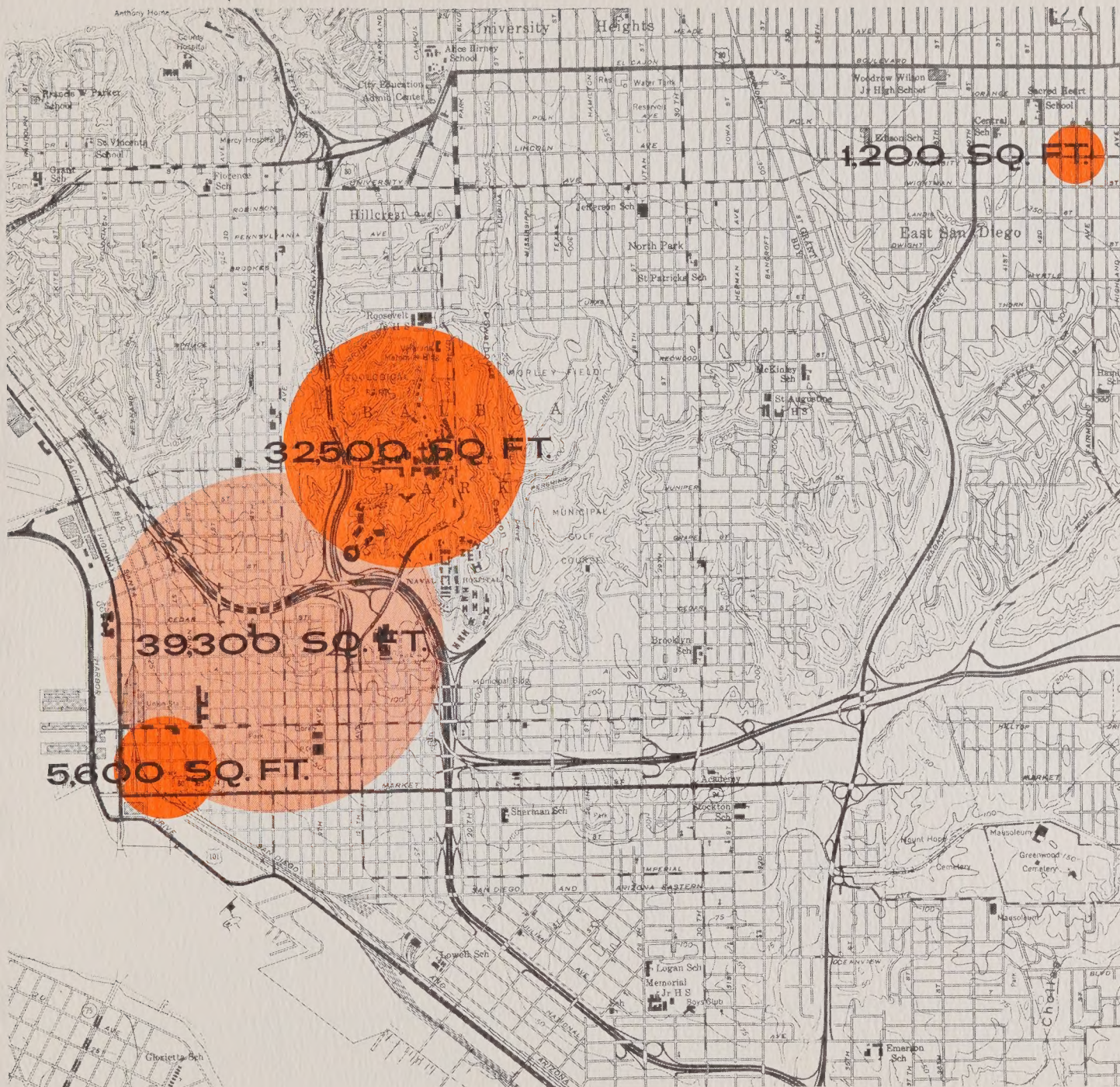
- | | |
|--------------------------|-----------------------|
| (1) Public Assembly Hall | |
| (5,000 seat capacity) | -- 50,000 square feet |
| (2) Exhibition Hall | -- 72,000 square feet |
| (3) Concert Hall-Theatre | |
| (3,500 seat capacity) | -- 45,000 square feet |

The Federal Government is currently studying the need for two large structures within San Diego -- a Federal office and a Post Office Terminal. In substance, the new office facility under consideration would integrate the many federal agencies presently dispersed in buildings throughout the city, within a single central site (see map for dispersed federal agencies). It would also replace the old U.S. Customs House, which was built over forty years ago and has long outlived its usefulness as an office facility. It is estimated that this will require about 500,000 square feet.

As contemplated, the proposed Post Office Terminal will replace the collection and distributive functions currently housed at the main Post Office, and will accommodate the anticipated growth of

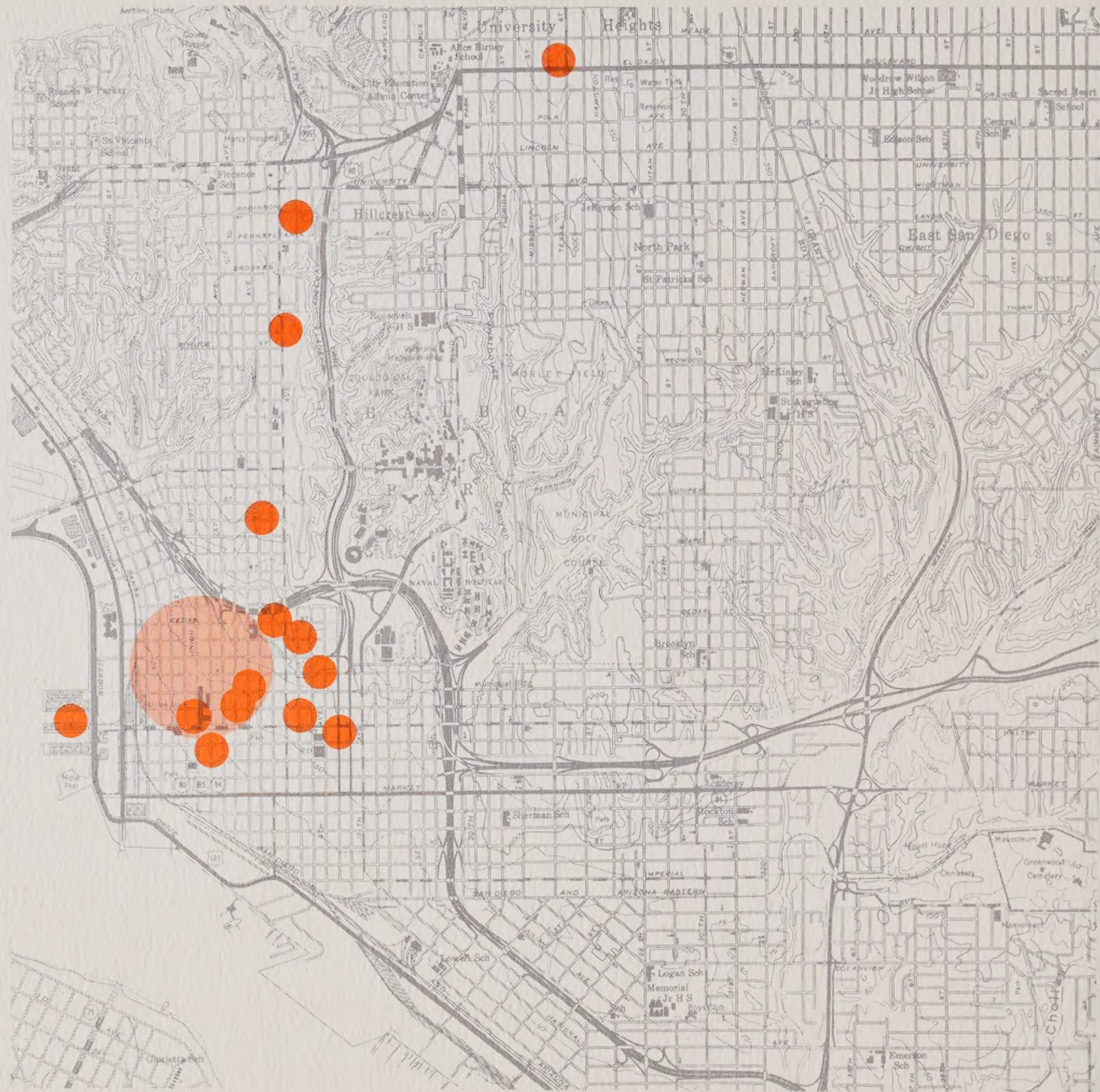
mail service within the metropolitan area. It will be fully automated, capable of efficient collection and distribution of mail. The total site requirement has been estimated at fifteen acres.

CENTRAL AREA CITY OFFICE SPACE



- 
UNDESIRABLE
 DECENTRALIZED
 OFFICE SPACE
- 
DESIRED CENTRAL
 OFFICE SPACE

CENTRAL AREA-FEDERAL OFFICE SPACE

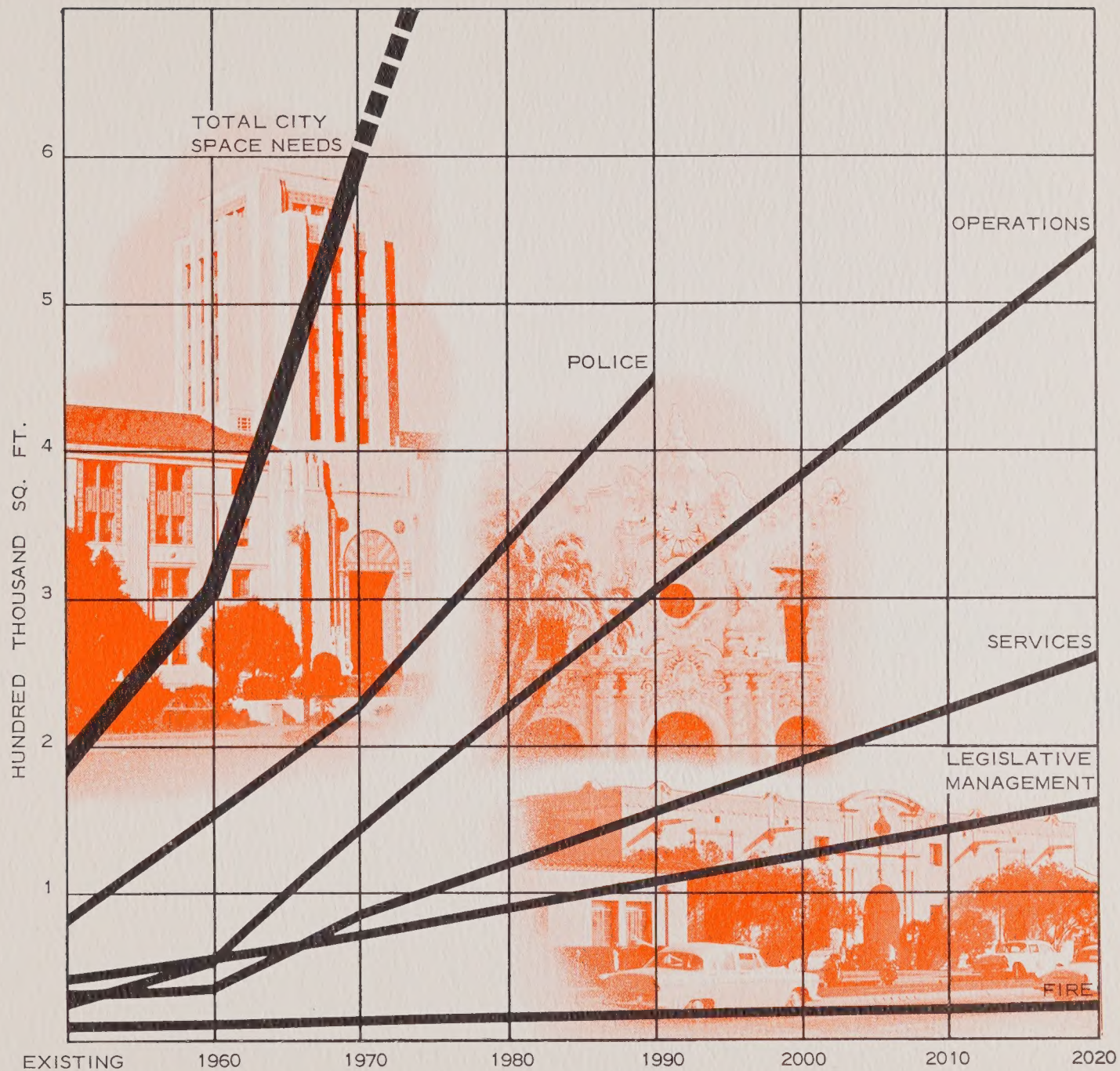


DECENTRALIZED
FEDERAL OFFICES



PROPOSED CENTRAL
FEDERAL BUILDING
LOCATION

CITY SPACE NEEDS



RELATIONSHIP TO THE COMMUNITY
FUNCTIONS OF MUNICIPAL GOVERNMENT
RELATIONSHIPS AMONG GOVERNMENTS

ROLE OF MUNICIPAL GOVERNMENT

RELATIONSHIP TO THE COMMUNITY

Recent analysis of urban government have stressed its growth and expansion in contemporary industrial America. Statistics have shown that annual budgets of our larger cities far exceed many private corporate enterprises. Total expenditures by urban governments have paralleled if not exceeded percentage changes in population growth. While the record of municipal fiscal policy expresses the growth of government, one should not forget the increased awareness of government as a democratic symbol.

Local government, as a symbol of community organization and identity, goes beyond the prevalent image of "dispenser" of public policy and services. It should provide a community symbol that conveys the importance of local government in our daily lives. In brief, municipal buildings -- especially the "city hall" -- should express whenever possible the symbolic importance as the seat of local government.

FUNCTIONS OF MUNICIPAL GOVERNMENT

In the development of American cities, there has been a parallel development in the expansion of the operation of government. The functions of municipal government are not static; but are as referred to previously quite adaptable to change and growth. Population growth and the need for rising levels of locally provided public services have forced local governments to expand their activities.*

* JOHN C. BOLLENS AND STANLEY SCOTT, LOCAL GOVERNMENT IN CALIFORNIA (BERKELEY: UNIVERSITY OF CALIFORNIA PRESS, 1951), PAGE 1.

Local governments among other services presently provide water, dispose of sewage, prevent epidemics, guard public health, protect life and property, control traffic, and regulate and facilitate trade and industry.

For purposes of analysis, the governmental functions have been divided into two distinct categories -- general government and service-oriented activities. General governmental functions deal principally with policy determination, administration of public policies and of governmental operations. Public service functions are activities that are associated with the functions of safety, public works, health, education, welfare, recreation and utilities.

Since the general governmental functions are characterized by the common requirement of accessibility to the greatest number within the city, these activities should be necessarily centralized. Centre city meets this requirement of centrality.

On the other hand, since public service functions are, for the most part geographically oriented, they are becoming decentralized. This idea had its early inception with education and recreation. Now the expansion of this concept to "branch offices" of certain administrative functions acknowledges the growing activity of public service. It is apparent that the provision of these services is utilitarian and location is determined primarily by delineating service areas within the community, much in the same manner as retailing merchandise.

In substance, these governmental functions can be broken into two divisions based principally on their operational characteristics -- (1) functions which require central location and (2) functions which can be and should be decentralized. In this study we are concerned with enumerating those functions that require central location together with their space needs.*

RELATIONSHIPS AMONG GOVERNMENTS

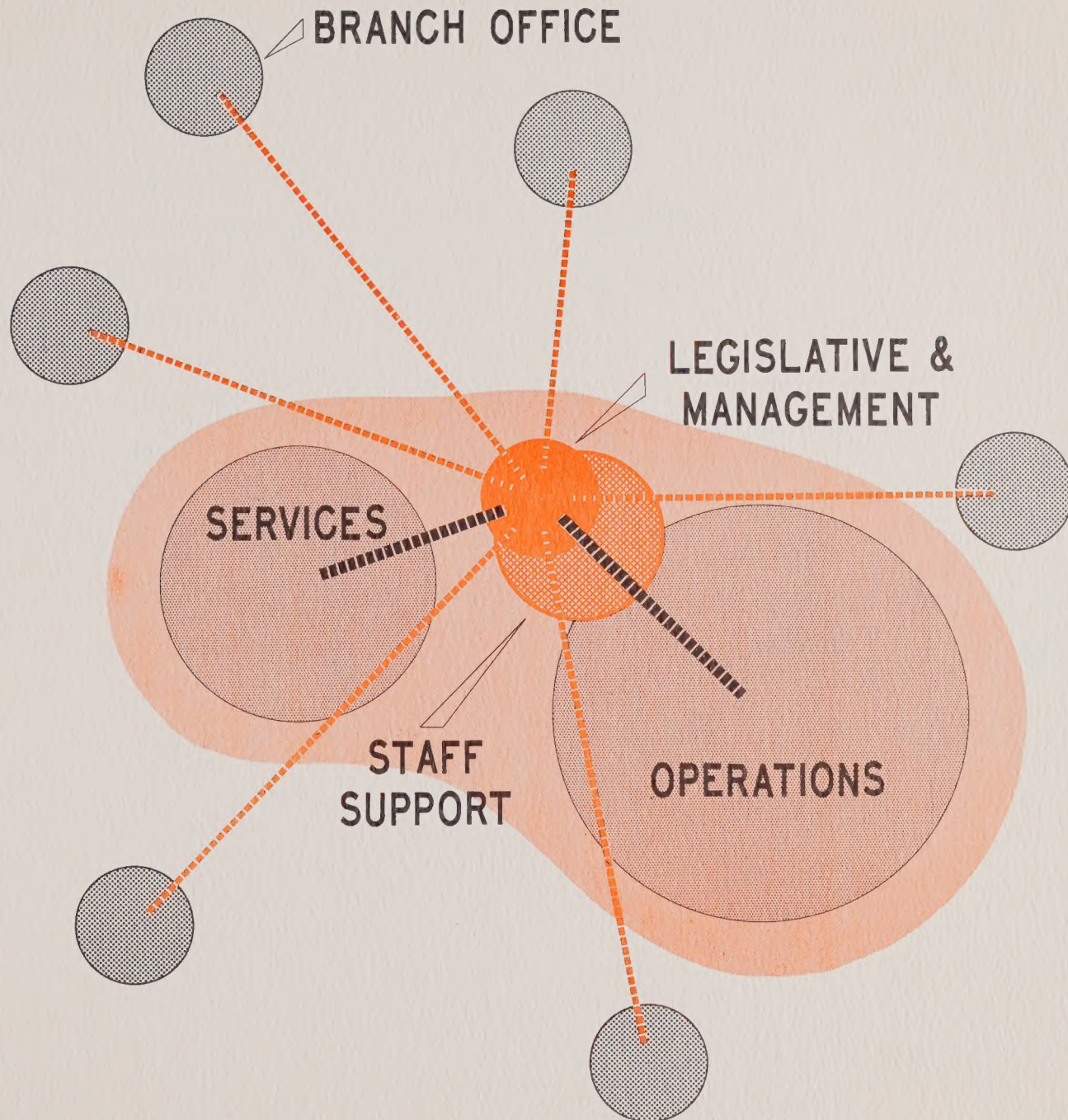
Currently, we are witnessing urban growth unparalleled in past decades. This growth has brought mixed blessings of greater mobility and material benefits together with area-wide problems of governmental services transcending jurisdictional boundaries. These problems have awakened the interests of higher levels of governments. The county governments have assumed an urban character; while the State and Federal Governments are becoming more concerned with local problems.** State and Federal assistance programs dealing with local problems have redefined relationships among differing governmental bodies.

The interrelationships and interdependence among these various governmental bodies will increase and become strengthened in the future. It therefore may become increasingly important to have various governments functionally related, not only from the stand-

* ROBERT C. WOOD, METROPOLIS AGAINST ITSELF, COMMITTEE FOR ECONOMIC DEVELOPMENT, 1959, PAGES 26-28.

** A PREVIOUS REPORT ON ADMINISTRATIVE OFFICE NEEDS DEALT WITH BRANCH OFFICE REQUIREMENTS (SEE CITY OF SAN DIEGO OP.CIT., PAGES 19FF.).

point of economic utilization of parking facilities and accessibility to the citizenry, but also from the standpoint of promoting effective communication among governments interested in the common problems of urban affairs.



GENERAL CONSIDERATIONS
GENERAL LOCATIONAL CRITERIA
GENERAL SITE CHARACTERISTICS
PUBLIC ASSEMBLY-EXHIBITION HALL AND CONCERT HALL-THEATRE
LEGISLATIVE - TOP MANAGEMENT STAFF SUPPORT BUILDING
STAFF OPERATIONS FACILITY
STAFF SERVICES FACILITY
POLICE DEPARTMENT HEADQUARTERS
FIRE DEPARTMENT HEADQUARTERS
FEDERAL OFFICE FACILITY
POST OFFICE TERMINAL FACILITY

SITE CRITERIA AND LOCATIONS

The facilities enumerated below are to be placed within centre city:

- (1) Public Assembly-Exhibition Hall
- (2) Concert Hall-Theatre
- (3) Legislative-Top Management Staff Support Building
- (4) Staff Operations Building
- (5) Staff Services Facility
- (6) Police Department Headquarters
- (7) Fire Department Headquarters
- (8) Federal Office Building
- (9) Post Office Terminal Facility

Each of the above structures have certain locational requirements which, in part, determine locus of individual sites and their proper relationship to the community. The following are general criteria which were established as tools to evaluate particular sites:

GENERAL CONSIDERATIONS

- (1) The location of each facility must be protected from incompatible land development which may lead to adverse influences on surrounding properties.
- (2) While public facilities are normally taken off the tax rolls, the location of each facility should offset any loss of tax revenues by improving services to the community and by enhancing or stabilizing surrounding property values.

GENERAL LOCATIONAL CRITERIA

- (1) Properties which show LOW IMPROVEMENT VALUATIONS as determined by assessed valuation of improvements on public record.
- (2) Properties which have LOW BUILDING INTENSITY as determined by relating total floor area of each structure to its ground floor area.
- (3) Properties which have MARGINAL DEVELOPMENTS as determined by the current use of land or structures.
- (4) Properties which are ECONOMICALLY UNDER-IMPROVED as determined by relating the assessed valuations of improvements to land.
- (5) Properties which contain FUNCTIONALLY AND STRUCTURALLY OBSOLETE BUILDINGS as shown by a recent report on the central area.*

GENERAL SITE CHARACTERISTICS

- (1) Transportation
 - (a) Availability of Transit
 - (b) Automobile Access
 - (c) Availability of Off-Street Parking Facilities
- (2) Availability of Retail, Business and Financial Services
- (3) Availability of Utilities

* WESTERN REAL ESTATE RESEARCH CORPORATION, ECONOMIC ANALYSIS OF THE CENTRAL AREA OF SAN DIEGO, CALIFORNIA, MARCH, 1960.

PUBLIC ASSEMBLY-EXHIBITION HALL AND CONCERT HALL-THEATRE

The first two facilities -- Public Assembly-Exhibition Hall and Concert Hall-Theatre -- are considered to be ideally linked physically. Since these facilities are structurally and functionally different, the space needs for both would be provided ideally within two separate structures. These facilities are however, oriented towards similar activities -- provision of space for public gathering and display -- and are therefore operationally linked together. Practically, a common site for these two structures is being considered under a joint City-County-State financial plan.

Standards applicable to the location of these facilities pertain to general accessibility in terms of time-distance relationships to the commercial-retail core. Any chosen location should facilitate pedestrian as well as automotive traffic. Also the need for adequate off-street parking is critical.

Four sites were evaluated, utilizing the general guides enumerated above. Each site was evaluated in terms of accessibility both from points within and without centre city -- in terms of time, time-traffic volumes, traffic volumes and centroids of business. Three sites were eliminated after critical analysis of many variables, for the following reasons:

- (1) Properties were shown to have high improvement valuations.

- (2) Properties were shown to have relatively poor access and circulation.
- (3) Properties were shown to have relatively poor access to available and projected off-street parking facilities.
- (4) Properties were shown to have relatively poor access to the estimated future business center.

A variable which when applied to each site gave an added advantage to one site was proximity to a planned parking facility. This is of paramount importance since the aforementioned financial plan is contingent upon the provision of off-street parking space for State and other governmental employees. The site -- First to Third Avenues and B to C Streets, assuming the closing of Second Avenue between B and C Streets -- fulfills the area and accessibility requirements, offering the necessary general concentration of public and governmental facilities.

LEGISLATIVE - TOP MANAGEMENT STAFF SUPPORT BUILDING

As presently contemplated the legislative-top management staff support facility is to house the Mayor, City Councilmen, management, department heads and their staff support. This group of city officers and personnel have a close relationship with the business community. This close relationship is measured by the frequency of contacts between business interests as well as the community at large.

Any site in the general area of downtown has a better accessibility to the community at large than the Civic Center on Harbor Drive when the freeway and major streets are in operation. Necessary commercial support is also available in a more central location.

As described earlier, the projected space needs for legislative-top management functions amount to 165,000 square feet. Since this facility should be placed within the business area of centre city it cannot be considered a low density structure. It would be preferable to have a taller facility, thus permitting a greater degree of open space. In order to implement the desired density of the business area, the building should be from 16 to 22 stories high with a ground floor coverage area of 8,000 to 10,000 square feet. The total site area including the necessary open space to properly site the building would amount to a minimum of 30,000 square feet.

Ten different sites were analyzed within the framework of the criteria described earlier. In addition, the relationship of the particular site to the proposed nucleus of governmental facilities was intensively studied. Upon analysis of fifteen different variables relating to all types of transportation, land and improvement costs and condition of improvements, seven of these ten preliminary sites were eliminated on a comparative rating system. Two other sites were rejected for the following reasons:

- (1) Properties were shown to have relatively poor vehicular access and parking.

- (2) Properties were shown to have relatively high land and improvement valuations.

Standards relating to accessibility -- in terms of walking distance to and from the core, capacity for transit connections and off-street parking -- governed the selection of the particular location of this facility. The general site is the block bounded by B and C Streets on Second and Third Avenues. It is proposed that the actual building will be oriented towards the intersection of Third Avenue and C Street.

Whether the public assembly-theatre complex and legislative-top management facility belong together by function was a question frequently raised during the development of this report. Although important linkages can be easily established between the three basic units, it is important to realize the effect of joining these three buildings and functions on one site. Multiple use of public circulation space, the economic utilization of ground space, the possibility of joint City-County-State action, and finally the establishment of a symbolic center of government within a proper setting offset any disadvantage adhering to the use of the same site. Therefore it is recommended that the public assembly-exhibition hall and concert hall-theatre be located on the same site as the legislative-top management building. This arrangement will still allow for a suitable amount of open space.

STAFF OPERATIONS FACILITY

The staff operations facility will house the administrative working force of the City. Prior to this report the possibility of combining legislative-top management functions with staff operations in one facility was examined and subsequently rejected because of the tremendous vertical circulation problem. Therefore, it was decided to seek a separate site within easy walking distance -- five minutes -- of the legislative-top management facility. Since there will be available additional area for future expansion, this proposal seemed to have an additional advantage of flexibility.

Once again, in selecting a specific site the criteria were those enumerated at the outset of this section. The basic criteria became which of the several blocks surrounding the legislative-top management site would be best. Two sites met the general site criteria of five minute walking time, low improvement valuations and avoidance of the preferred parking blocks. One site was eliminated because of its higher property valuation.

In substance, the block bounded by A and B Streets on Front St. and First Avenue, fulfilled the necessary requirements. The basic function of this facility is administration, or in architectural terms, an office building.

Since the site is close to the core, also it must be built to relatively high density standards. The height of the building would be approximately ten stories.

STAFF SERVICES FACILITY

The service activities are essentially light industrial or graphic in nature rather than administrative. It involves data processing, printing, etc. In many respects this function, although governmental, is identical to those now emerging within the graphic arts area east of Front Street between Broadway and Market Streets. Although close communication is desirable among the service, legislative-top management and staff operations functions, the obvious linkages between similar functions -- graphic arts -- was the determining factor in selecting a particular location for this facility.

A site in the area mentioned immediately above should fulfill the necessary services that this facility demands as well as being within ten minute walk time from the legislative-top management and staff operations buildings. The site selected is the block bounded by E and F Streets on Front Street and First Avenue.

POLICE DEPARTMENT HEADQUARTERS

The Police Department Headquarters is now located on the tidelands at Harbor Drive, Pacific Highway and Market Street. It is essentially a single story structure and, except for a small parking lot, utilizes the entire site. The projected space needs of 450,000 square feet cannot reasonably be met within the present site.

The many functions of a central police headquarters including jail, patrol activities, administration and also the traffic it generates,

make it difficult to locate properly. Considerations relating to traffic and land use relationships including compatibility of surrounding uses, were utilized in the analysis of possible sites for a central police facility. Adverse effects on proposed residential, business, and industrial complexes narrowed the selection of sites to two general areas -- one west of Front Street and the other east of Eleventh Avenue.

Accessibility to transit and physical proximity to the distributive one-way street pairs reduced the selection of sites to those blocks between Broadway and E Streets east of Eleventh Avenue to Sixteenth Avenue and to the area bounded by Union and Columbia Streets on Broadway and B Streets.

FIRE DEPARTMENT HEADQUARTERS

The Fire Department Headquarters site has been under study for a considerable period of time by the City. In fact, the capital improvement program has included funds for this facility on City-owned land on the block bounded by F and G Streets on Union and Front Streets. Within reason there is ample room for considerable expansion on this site for future needs.

FEDERAL OFFICE FACILITY

The site for a Federal Office building in San Diego will be determined by the General Services Administration. In substance the area bounded by Date Street, E Street, India Street and Second Avenue has been selected by the G.S.A. for preliminary examination.

Quite appropriately the recommendation of this office followed the general requirements formulated by the federal agency. Two blocks were mentioned, one presumably for the office building and the other for off-street parking. The block recommended by this office building is that bounded by Broadway and E Streets on Union and Front Streets. The block recommended for needed parking would be immediately east between Front Street and First Avenue.

The basic rationale for choosing this area relates to the function of the facility. It has been assumed by the federal agency that administrative or office-type space should be located as close to the core area as economically feasible. From a design point of view, the site has advantages of continuing the north-south line of County and State buildings, of placing the Federal Court close to County Courts and of identifying the future west side of the business core.

POST OFFICE TERMINAL FACILITY

The Federal Post Office, as mentioned earlier, is planning an automated collection and distribution terminal metropolitan in scope. Preliminary site characteristics, as furnished by the postal authorities, are:

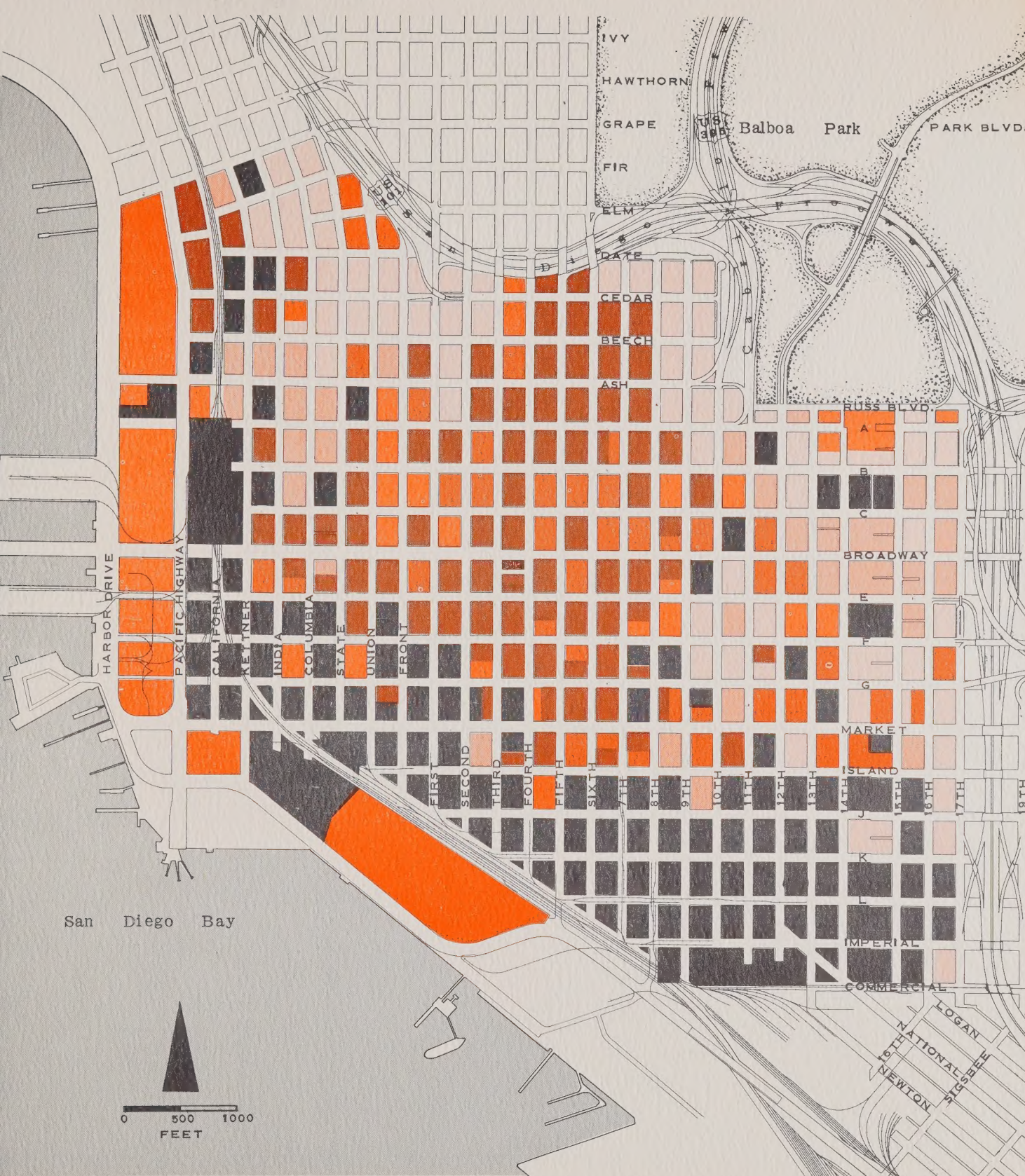
- (1) A single story structure housing a horizontally oriented activity;
- (2) Accessibility to major freeways;
- (3) Truck-oriented operations requiring on-site storage and maintenance; and
- (4) Availability of rail service by spur trackage.

Since the postal service's principal mail carriers are rail, air and truck, the selection of a site within centre city is most advantageous. The terminus of the railroad at Broadway which is a terminal for mail service by rail precludes any site being a great distance from the main station.

The fifteen acre site requirement which would prohibit through streets on-site automatically excludes any area adjacent to the main station to the east, north and south. Incompatible uses also eliminate areas east and north of the station. The areas close to rail service south of Market Street would qualify as compatible industrial uses; however, it could displace many important industries vital to centre city. Consequently, it would be inadvisable to consider these areas.

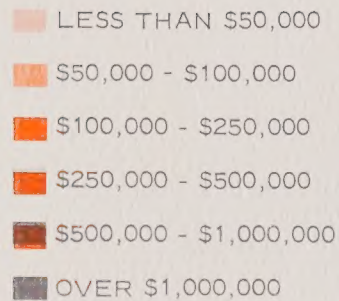
According to preliminary site and general criteria, two areas that best qualify as postal terminal locations are the area on which the present central police station is located together with parcels immediately east to the railroad and also, the area immediately below Commercial Street adjacent to the freeway alignment.

PREDOMINANT USE BY BLOCK ALL FLOORS



- RESIDENTIAL
- AUTOMOTIVE
- INSTITUTIONAL
- RETAIL
- COMMERCIAL SERVICES
- INDUSTRIAL

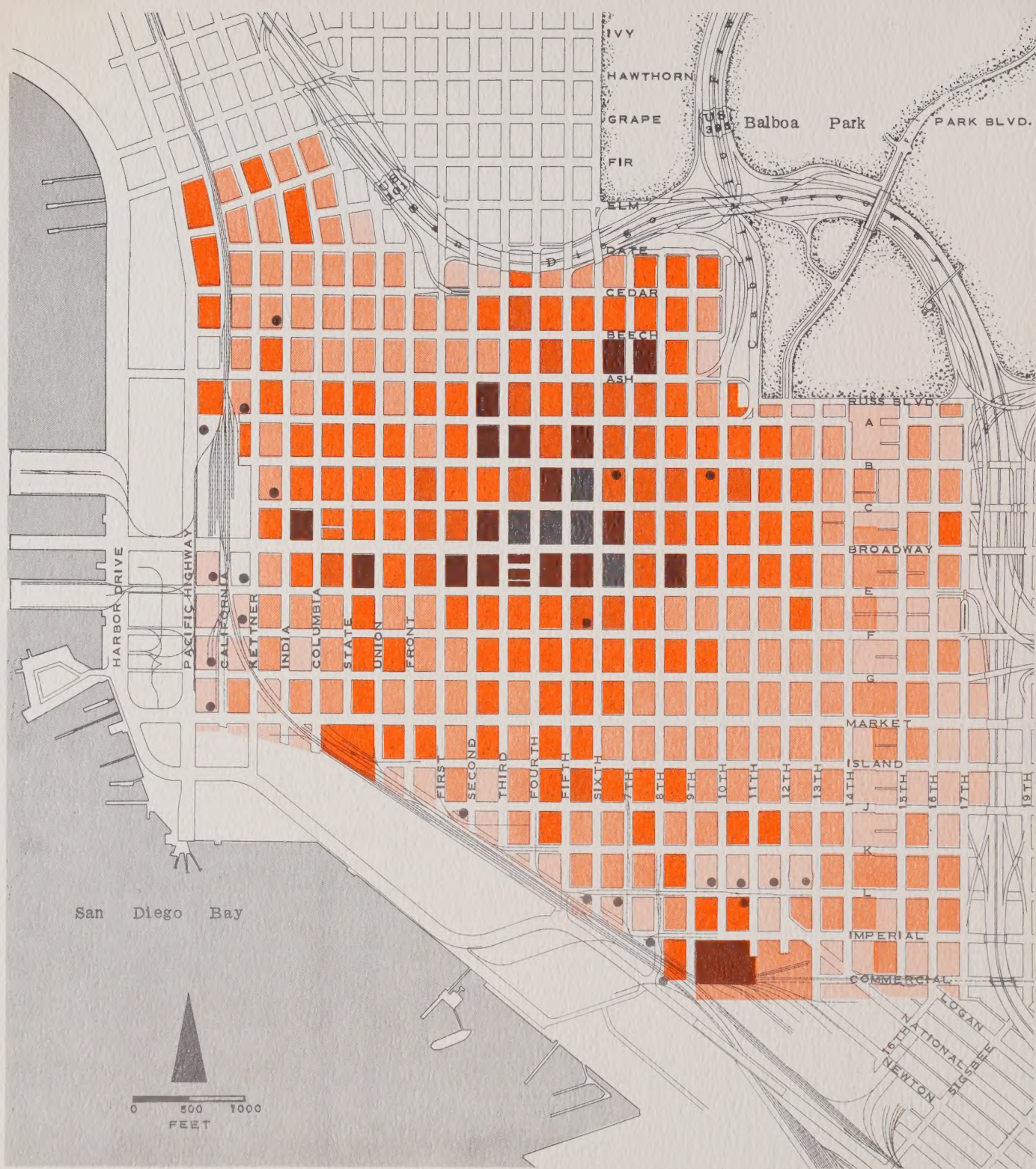
RELATIVE PROPERTY VALUES *



PER BLOCK

● BOARD OF EQUALIZATION
ASSESSMENT

* SOURCE, 1960 ASSESSED
VALUATIONS - COUNTY ASSESSOR



EQUAL ACCESSIBILITY FROM CENTRE CITY CORDON

TRAVEL TIME

- 1 MINUTE
- 2 MINUTES
- 3 MINUTES
- 4 MINUTES
- 5 MINUTES

PACIFIC HWY. @ 25 MPH

HARBOR DR. @ 25 MPH

MAJOR STREETS @ 15 MPH

OTHERS @ 10 MPH

San Diego Bay



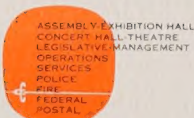
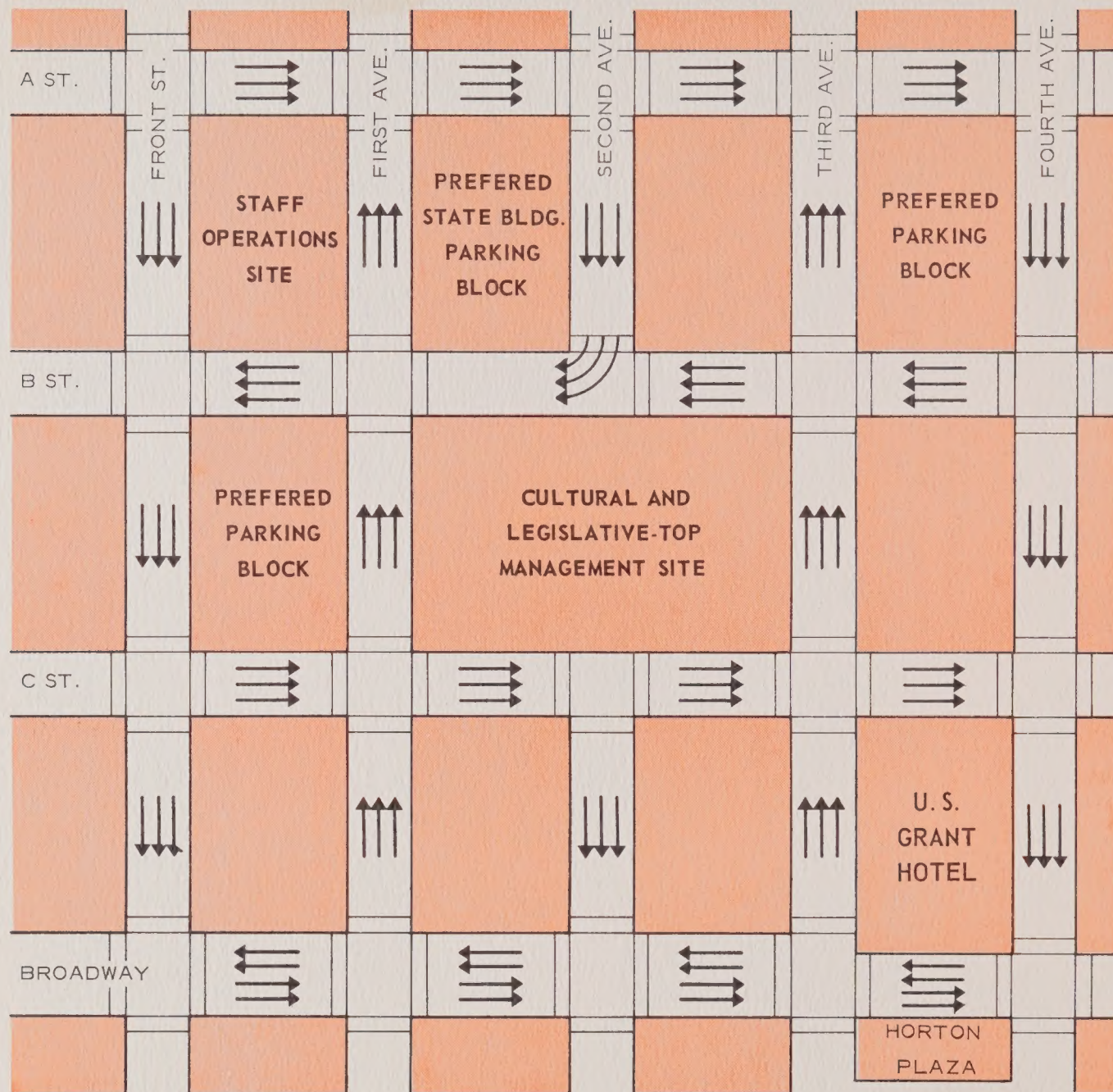
PROPOSED TRAFFIC PATTERN

IN GENERAL SITE AREA

← TRAFFIC FLOW
— CROSSWALKS



SCALE = 1:200



CIVIC CULTURE FACILITIES
LEGISLATIVE-TOP MANAGEMENT FACILITY
STAFF OPERATIONS
STAFF SERVICES
POLICE DEPARTMENT HEADQUARTERS
FIRE DEPARTMENT HEADQUARTERS
SUMMATION
METHOD OF FINANCING
CIVIC DESIGN

PROGRAM FOR DEVELOPMENT

Recognizing the importance of adequate cultural facilities for San Diego and the relation of these recommended structures to the proposed plan for centre city, the discussion of civic cultural needs has been analyzed in conjunction with the suggested expansion of governmental facilities. In essence, this report analyzes the problems relating to lack of sufficient space and adequate facilities to house both governmental functions and cultural activities.

The recurring space needs of municipal government is related to expansion of governmental services. In order to provide floor space for expanded governmental functions the City has had to disperse functions throughout the city. While temporarily alleviating the problem pertaining to space needs this dispersal of central administrative functions from the Civic Center has introduced difficulties in communication among and between departments, resulting in loss of efficiency in governmental operations. This problem - communication - is critical today, even though the need for additional floor space is quite evident.

CIVIC CULTURE FACILITIES

The public has become aware of the need for additional cultural facilities. The lack of space and facilities for cultural functions has been, in effect, noticed for many years. This need may be met through the utilization of a financial plan involving

municipal participation which, in effect, hopefully may remove serious obstacles that prevented earlier development of these facilities.

In meeting the projected elements for additional floor space, the City can develop new facilities on the Civic Center site or it can acquire additional sites within the central area. In terms of overall planning however, the provision of nearly one million square feet to the Civic Center which would not include space needs for civic cultural functions or estimated demands of the County, would seriously overcrowd the Civic Center.

The City Council in a recent action has proposed that the City acquire additional sites within the central area.* This course of action offers two advantages: (1) flexibility in meeting future space demands; (2) improved functional relationships among governmental facilities, business institutions and the community.

In seeking to implement the Council's recent action, the City should acquire as a minimum one block, bounded by Second and Third Avenues on B and C Streets. This action will guarantee a proper site for the legislative-top management building, as well as a portion of the site requirements for projected cultural

* NOVEMBER 29, 1960

facilities. The remainder of the site, B and C Streets on First and Second Avenues, could be procured through a City-County-State financial arrangement.

As a partner in the financial program, the City is also particularly interested in the selection of the area to be utilized as a parking garage for State and other employees. The only block that is convenient to the State and cultural facilities is that bounded by A and B Streets on First and Second Avenues. It is contemplated that with the construction of the State employees' parking garage, the existing and proposed parking structures in the general area are sufficient to meet the demand of 2,200 parking spaces for the cultural functions.

LEGISLATIVE-TOP MANAGEMENT FACILITY

The demand for floor space to serve governmental needs has been analyzed according to the following functions: (1) Legislative-Top Management and Staff Supports; (2) Staff Operations; and (3) Staff Services. Each of these functions as described earlier, has differing space requirements related to differential activities. The basic problem is how to coordinate a building program that will accommodate the differing needs.

The construction of a Legislative-Top Management facility containing 165,000 sq. ft. is given first priority for the following reasons:

- (1) The City's most serious space needs must be accommodated.
- (2) It will insure the pattern for a governmental center in the central business area along with the cultural facilities.

Using the 1965 projection of space needs as a guide to formulate building priorities, this facility should contain 62,000 square feet for legislative-top management functions and 95,000 square feet for staff operations functions. The remaining space --- 8,000 sq. ft. --- would provide an area for future expansion of legislative-top management functions. It is estimated that the need for 540 parking spaces, primarily for employees, will be met by available and proposed parking facilities. It is suggested that the site be obtained now and the facility completed within four years.

STAFF OPERATIONS

According to available office standards it is expected that between the years 1965 and 1970, the growth of the staff operations functions will have surpassed the available space. Therefore, it is proposed that by the time the legislative-top management building is finished the staff operations facility be well on its way towards completion. If the site is obtained now, it could be utilized for interim parking. Advance acquisition will provide these advantages:

- (1) Assure a lower cost than six or seven years hence;
- (2) Assure a partial solution of the parking problem;
and
- (3) Act as another catalyst in the determination of a
desired pattern for a governmental center.

Again, based on current projections the estimated space need is 541,000 sq. ft. (see City Space Needs chart). It is suggested that the construction be carefully staged so that, two objectives are accomplished;

- (1) Meet future space demands within a reasonable
period of time;
- (2) Flexibility is provided so that probable technological and communications improvements changes
may be made in the projected unit.

The first unit should be approximately 200,000 sq. ft., thus meeting its need estimated by 1980. In order to satisfy demand anticipated by the year 2000, the second stage should be approximately 175,000 sq. ft. The third and last stage of 166,000 sq. ft. would be sufficient to meet the projected need.

During the many stages of development, parking must be provided. Location in the central area will reduce the typical parking needs by 20%, through the use of mass transit and the encouragement of greater use of car pools. The parking ratio for this facility is estimated to be one parking space for every 375 sq. ft of office space; this would account for the needs of

the public, employees, and certain other city vehicles.

Thus assuming the construction of 200,000 sq. ft. by 1980, approximately 535 spaces will be needed. Subsequently, by the year 2000, 1,000 spaces would have to be provided for the staff operations functions.

STAFF SERVICES

The staff services function now occupies 27,500 sq. ft. at the Civic Center. At present there is a deficiency of 6,500 sq. ft., while there is a eventual need of approximately 254,000 sq. ft. In 1965 this facility will require 65,000 sq. ft. and by 1970, 79,000 sq. ft. Most of this space will be devoted to specialized functions, i.e., printing, data processing, stores, etc. This kind of activity when combined with staff operations or legislative-top management -- typical office facility -- presents difficulty. Yet given the need for expansion, the staff services function cannot remain at the Civic Center for it will conflict with the County's activities.

A logical solution is to acquire a site now at a lower cost and stage the building program. In effect, the first unit is to be completed by the years 1967 to 1970 and is to accommodate the space demand up to 1985 -- approximately 135,000 sq. ft. The second stage of 119,000 sq. ft. would have to be completed in 1985 in order to accommodate the estimated need of 254,000 square feet.

The only other alternative that has any merit would be to move the staff services function in with the first stage of staff operations and thus delaying for approximately five years (1970-72) the completion of a 150,000 sq. ft. facility with sufficient space to 1990. The last stage would then have to contain 104,000 sq. ft. if the projected need is to be met.

As mentioned heretofore, the purpose of phasing for minimal growth periods is two-fold:

- (1) To provide adequate space in the near future;
- (2) To provide enough flexibility so that progress in technology and communication may be provided and integrated.

The parking need is similar to staff operations. A ratio of one space for each 440 sq. ft. of floor area is sufficient. As an example, by 1980, 350 parking spaces would be needed to parallel growth in floor space.

POLICE DEPARTMENT HEADQUARTERS

The Police Department now housed at Market Street and Pacific Highway uses 74,000 sq. ft. Since the existing buildings are not readily amenable to expansion and the site, in effect, will become upon the completion of the Freeway, inadequate in terms of accessibility to the principal service area, there is no economic or functional advantage gained by expansion. The space projections as reported both in the 1959 Public Buildings Report and specific proposals of July, 1960, are based on a

estimated population of 2.2 million by 1990. The latter reflects current and projected space needs according to the available national police administration guides.

The existing 74,000 sq. ft. of office space is not sufficient now. Its actual needs are approximately 150,000 sq. ft. this year.* This space demand is extremely critical. By acquiring the site this year and a minimal planning and construction time of three to four years, the space need of 1965 can be met with sufficient expansion space to the year 1980.

By 1970, the needs of the Department will be approximately 225,000 sq. ft. with a minimum of 50,000 sq. ft. for parking police vehicles. No matter which area is selected, 117,000 sq. ft. of parking is required for the public and employees.

Staging the construction program is essential if sufficient area is to be provided to parallel the increasing demand for space. It is proposed that the first phase to be completed by 1965 which encompasses 340,000 sq. ft. of floor area. If the latter recommendation is implemented, the need for space will be met until 1980. In 1980, the final phase of the program, an addition of 110,000 sq.ft. of floor area, should be completed.

* (SEE CITY SPACE GRAPH)

FIRE DEPARTMENT HEADQUARTERS

As previously reported the Fire Department Headquarters facility is currently planned for a building of approximately 5,000 sq. ft. on City-owned property. The maximum growth in space needs is estimated to be 12,000 sq. ft. This demand also can be adequately provided for on the present site -- 25,000 sq. ft. Adequate on-site parking space will be available for many years.

SUMMATION

In summary, this year the City should acquire four sites of 300,000 sq. ft. of land -- five city blocks. In order that desirable goals are not sacrificed, the City should also begin detailed site planning studies in order to place the civic cultural facilities and the proposed parking garage in their proper location. Within the following seven years the city should complete five buildings involving 825,000 sq. ft. of floor area. The City should also take active interest in developing the civic cultural facilities.

METHOD OF FINANCING

The City is fortunate in being able to choose among several means of financing proposed civic improvements.

1. Joint City-County-State financing:

These are arrangements under State Law, authorizing joint financing and operation of certain facilities.

2. General Obligation Bonds:

These bonds are secured by revenues from general taxes.

3. Revenue Bonds:

Principal and interest payments of revenue bonds are obligations secured by the earnings of the completed project.

4. Special Assessment Bonds:

These bonds are usually secured by a special benefit assessment on real property.

5. Mortgage Bonds:

These bonds are secured by a mortgage on the completed property.

6. Earmarked Income:

Sources of income can be allocated to specific funds for specific projects.

7. Grants and Gifts:

These monies can be used in whole or to supplement funds involved in specific projects.

8. State and Federal Funds

Grants-in-Aid programs, tax allocation bonds, and other sources of funds, obtained from State and Federal Programs.

9. Lease-Purchase Agreements:

Conclusion

The means of financing proposed projects which are enumerated above are not mutually exclusive. Consideration should be given to the possibility of utilizing many of these techniques. The criteria governing the fiscal selection should be: 1) general fiscal condition of the community; 2) Priorities allocated to specific improvements; and 3) Market considerations.

In conclusion it is recommended that a thorough financial study encompassing:

1. Cost of site acquisition,
2. Cost of proposed improvements,
3. Method of financing, and
4. Priority of improvements

be authorized by the City Council at the earliest possible opportunity.

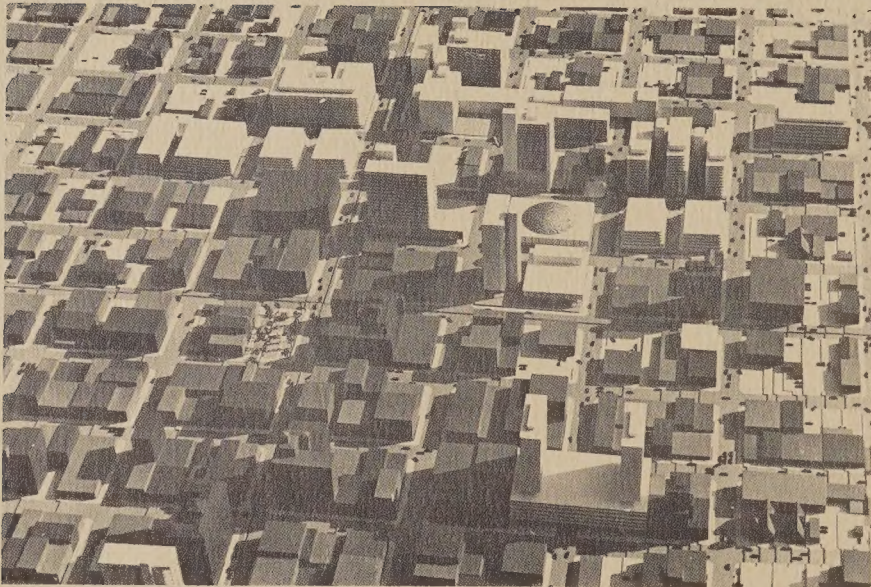
CIVIC DESIGN

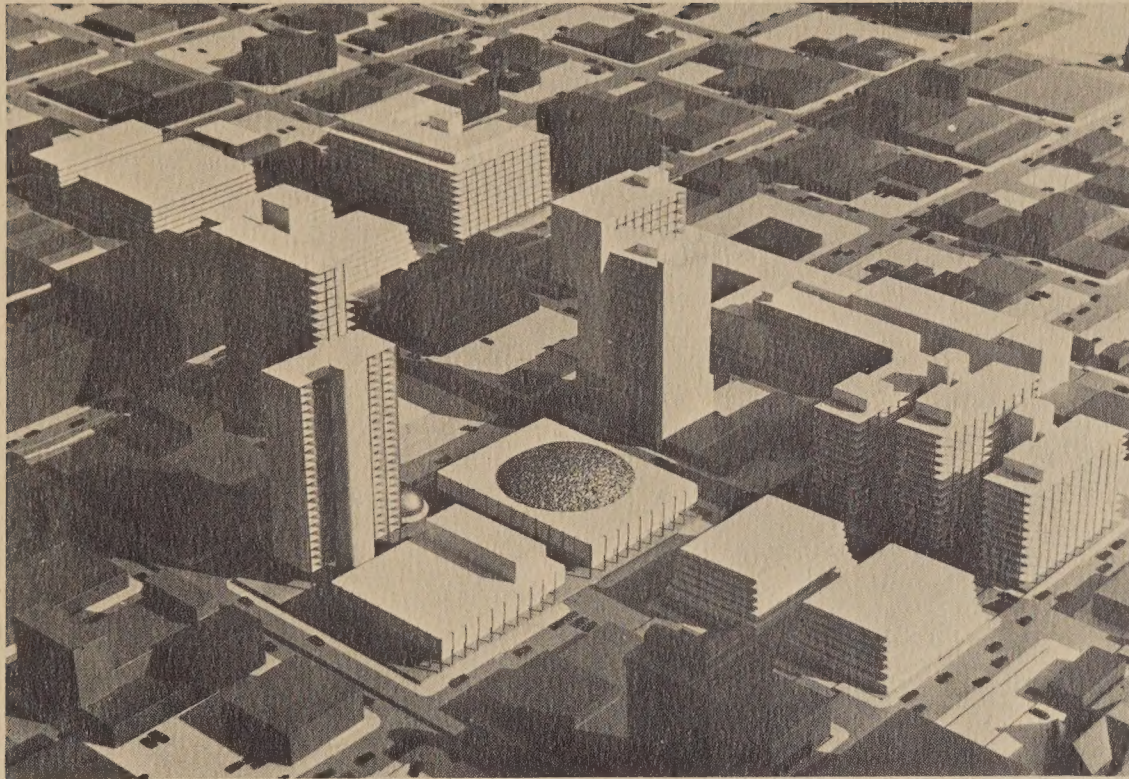
Historically, governmental centers have been designed as entities with little relationship to the communities that they serve. It is necessary to stress the physical and functional relationships existing between governmental facilities and the community. In essence, through physical integration of public buildings with private buildings, a pattern can emerge which represents a civic design.

Physical integration can be achieved by relating SCALE AND PLACEMENT OF BUILDINGS, ARRANGEMENTS OF OPEN SPACES as a harmonious entity. In order to express the obvious fact that they are different than any of the other public or private buildings within the area, cultural facilities and the legislative-top management building should be unique in architectural design.

The following photographs pictures a working model of centre city. It relates to one of many solutions that could express both the uniqueness in architecture and the integration of governmental and public facilities with other buildings. It is recommended that detailed site and architectural planning should follow this report in order to transform the goals of physical integration and architectural uniqueness into reality.

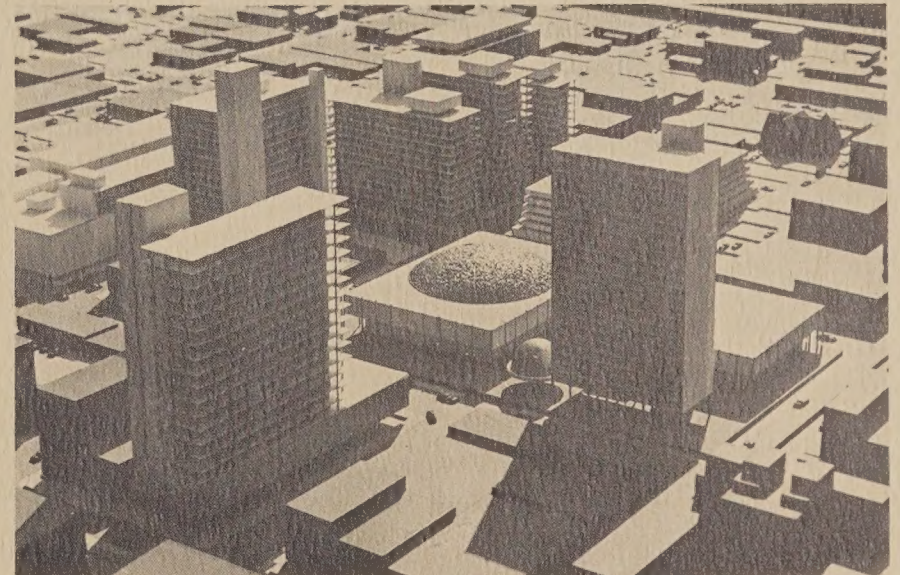
A GOVERNMENTAL CENTER RELATED
TO A GOAL OF CENTRE CITY: INTER-
GRATION OF GOVERNMENT WITH
PRIVATE ENTERPRISE.

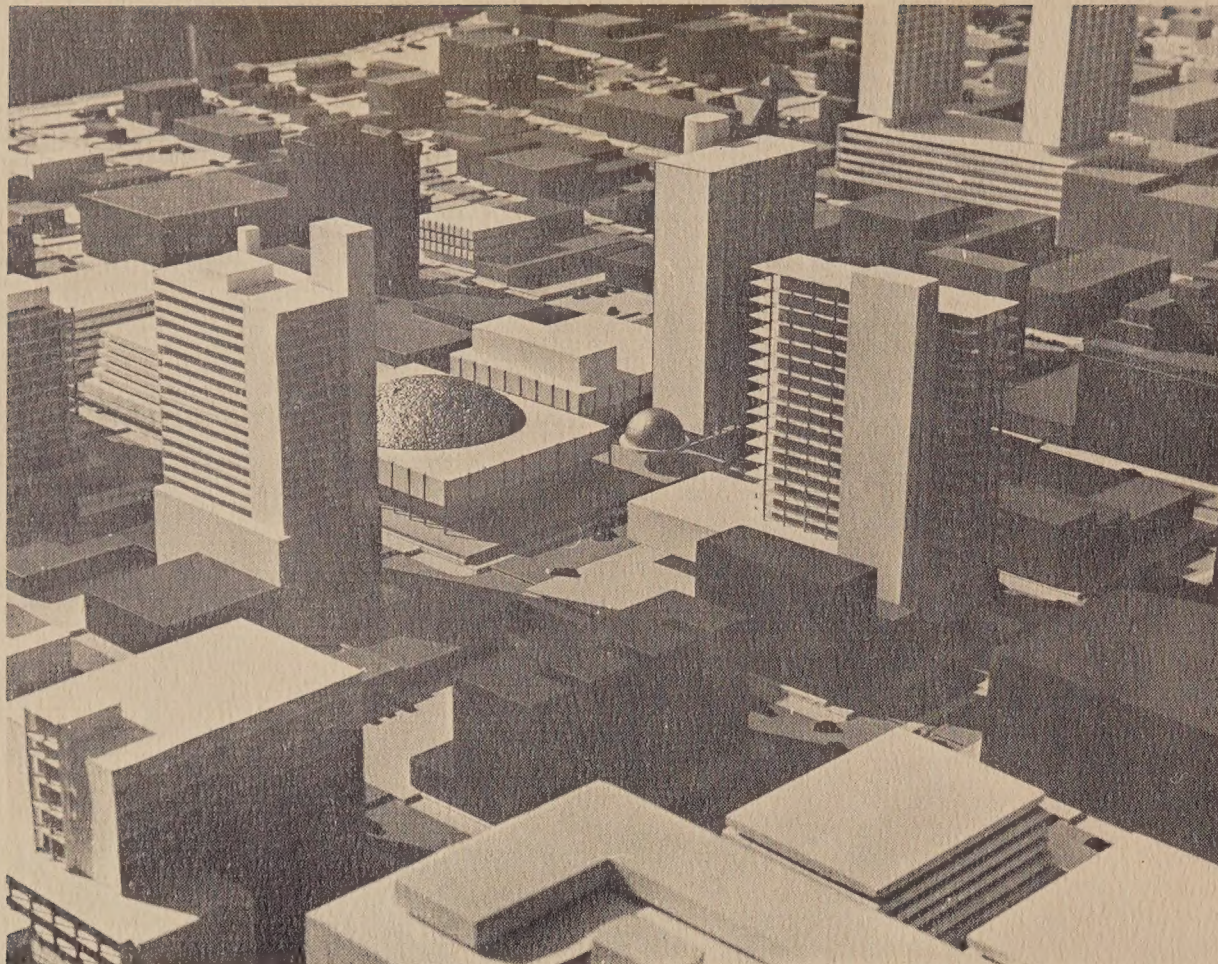




SPACE NEEDS OF LOCAL, STATE,
& FEDERAL FACILITIES PLACED
IN THE CENTRAL CORE WILL BE
EASILY ACCESSABLE TO THE
ENTIRE SAN DIEGO COMMUNITY.

THE DESIGN OF THESE FACILITIES OFFERS AN OPPOR-
TUNITY FOR CREATING AN URBAN ENVIORNMENT WHICH
IS BOTH FUNCTIONAL AND AESTHETICALLY PLEASING.





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CULTURAL, GOVERNMENTAL & BUSINESS FACILITIES
DESIGNED IN A COMPACT SETTING: THE SCALE OF
THE PEDESTRIAN.

